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MEMORANDUM FOR: Director of Central Intelligence

SUBJECT: Promotions to Supergrade Positions

REFERENCE: Memo to DDCI from ADD/A,
Dated 10 June 1953, same subject.

1. PROBLEM.

Granting temporary promotions to occupants of supergrade positions.

2. ASSUMPTIONS.

- a. The Director and the Deputy Director of Central Intelligence would favor promoting individuals to supergrades on a temporary basis if justified by all facts and circumstances.
- b. The Agency will continue its announced policy to classify and establish its civilian positions in accordance with the general principles established by the Classification Act of 1949, as amended. This implies that positions will be judged on the basis of their relative complexities and responsibilities and the qualifications and training required for satisfactory performance.
- c. The number of supergrade positions which may be authorized within the Agency shall be determined by the Director, taking into consideration the reasonableness of the number, compared to the total of such positions in the Government at large, and the interest of the Congress and the Bureau of the Budget in these positions.
- d. Satisfactory service is a continuing condition of the employment of any individual.

3. FACTS BEARING ON THE PROBLEM.

- a. Nature of Agency Positions.

Individuals are hired for service with the Agency based upon their particular education, training and experience. Almost without exception such individuals are employed for specific positions. This is particularly true in the case of individuals employed or promoted to positions in the supergrade category. Except for several recent cases, appointments or promotions to supergrades have been without limitations.

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b. Trial Period and Permanent Status.

New appointees to the Agency are required to serve a trial period of one year after initial entrance on duty. After the satisfactory completion of this trial period, the Agency extends to the individual what amounts to a permanent appointment. His rights and privileges are thereafter rather well defined, particularly in the case of an individual who qualifies as a veteran under the Veterans Preference Act of 1944, as amended.

c. Supergrade Ceiling.

The present supergrade ceiling of the Agency has been established by the Director at a total of [REDACTED] positions authorized by Public Law 110. All of these [REDACTED] positions are considered permanent. The Bureau of the Budget and the Congress are interested in the total number of positions the Agency establishes in the supergrade category; it makes little difference to them whether they are internally designated as "permanent" or "temporary".

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d. Promotions in the Federal Civil Service.

The basic promotion policy in the Federal Civil Service consists of the permanent or indefinite promotion of qualified employees as vacant positions occur. Temporary promotions may be made by Federal agencies for brief periods during emergencies or extended leave of absence. Unless all of the following circumstances obtain, however, any subsequent adverse action against a veteran holding a temporary promotion, such as a discharge or demotion, is appealable to the Civil Service Commission under the Veterans Preference Act of 1944, as amended.

- (1) the temporary promotion may not exceed 90 days.
- (2) the employee is apprised that he will be returned to his former position when the period of the promotion expires.
- (3) the individual clearly understands and consents to the arrangement.

The requirements cited above apply to this Agency.

e. Temporary Promotions in the Military Services.

The permanent and temporary promotion policy of the military services, embodied in the Officer Personnel Act of 1947, avoids

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both the rigidities of the promotion system used by the services prior to World War II (based on vacancies) and the shortcomings of the wide-spread use of temporary promotions during the war. Under the Act, the services are limited as to the total number of Regular officers that may hold permanent appointments in the various grades. In addition to permanent promotions, temporary promotions may be granted whenever the total authorized strength (Regular and Reserve) for the grades and categories exceeds the number of Regular officers holding permanent commissions in such grades. (For details of the plan see Tab A.)

Temporary promotions to a grade are effected by the selection of a designated number of officers from among a larger number having the requisite seniority for consideration, but the time-in-grade requirements for temporary promotions are more liberal than those stipulated for permanent promotions. Temporary promotions are more significant than permanent promotions in the Army and Air Force since most Regular and Reserve officers are currently serving in temporary grades.

Two principal objectives are sought through temporary promotions in the services, namely:

- (1) The services do not have a sufficient number of Regular officers eligible for permanent promotion to meet the grade requirements of the active military establishment so that the required numbers in each grade are secured by the temporary promotion of Regular and Reserve officers on active duty.
- (2) Through temporary promotions, the services are able to advance outstanding officers for positions of increased leadership and responsibility since those recommended for promotion, among the officers eligible for consideration (by reason of seniority), are selected on a "best qualified" basis.

Temporary promotions are not temporary in a sense that they are effective for a definite period of limited duration or are used as a probationary period. Unlike the civil service, promotions generally are granted to individuals rather than to occupants of positions, and promotions are made on the supposition that the officers are capable of performing a variety of different assignments within their general category at the level of responsibility to which they are promoted. Promotions are temporary from a T/O standpoint in that holders of temporary commissions may be reduced to permanent rank at the "pleasure of the President" when authorized strengths are curtailed.

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f. Temporary Promotions in the Public Health Service

The Public Health Service Act (Public Law 410 - 78th Congress), as amended, authorizes the temporary promotion of commissioned officers in the Public Health Service. Temporary, selective promotions are made in order to meet the estimated needs of the service and are based on authorized strengths. Seniority requirements are liberalized, as determined by the Surgeon General. Temporary promotions may be granted to officers who have high efficiency ratings and who are recommended for temporary promotion by their superior officers. Candidates are placed on lists for consideration by a promotion board, and the board recommends a predetermined number for temporary promotion among those considered on the list. If an officer's assignment is changed at the time of promotion, an attempt is made to assign him to a position at a level of responsibility comparable to his personal rank.

Commissioned officers may also receive a temporary advancement, called a graded promotion, whenever the Surgeon General determines that certain positions require a particular rank. This type of promotion is infrequently used and is highly selective. Incumbents of these positions lose their temporary rank when they assume another job.

g. History of Temporary Promotions in the Foreign Service

In 1951 the Foreign Service instituted a program of temporary promotions which is no longer in effect, partly because the original purpose was largely fulfilled and partly because undesirable consequences were experienced in its administration.

The policy had its inception in the rapid expansion of the United States Information and Education Service. The numbers of authorized positions and personnel strengths were measurably increased in certain of the overseas units charged with the administration of this program; as a consequence many staff officers in the areas concerned occupied positions higher than their personal rank. Confronted with this situation, the Foreign Service adopted a policy for making temporary promotions of personnel in field areas whenever such individuals were fully qualified for the positions. Temporary promotions were confined to cases where personnel were serving in positions classified at two or more grades above their personal rank and provision was made for the employees to revert to their permanent rank upon their removal from the positions by transfer or other cause.

Although the policy was originally designed for Staff Corps personnel in USIES, the implementing regulation was not so delimited, and application of the temporary promotion policy spread to other field missions, notably HICOG. Some temporary

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promotions were also given to Foreign Service Officers, and the limited promotions involved a broad variety of assignments and classes.

A special review panel was established to determine whether or not the incumbents involved were fully qualified and to recommend temporary promotions when appropriate. Although promotions were normally for two grades, the panel was authorized to recommend promotions of more than two grades when supported by written justification.

h. Schedule C Appointments.

By Executive Order 10440, 31 March 1953, the President amended Civil Service Rule VI to provide for a new type of appointment in the Federal service which is designated "Schedule C". The Chairman of the Civil Service Commission reported to all agencies of the government that the objectives of the President in issuing this Executive Order were (a) to strengthen the Civil Service system, by removing therefrom positions of a policy-determining nature together with those positions where the duties are such that there must be a close personal and confidential relationship between the incumbent and the head of the Agency or one of his key officials; and (b) to enable the Administration to make appointments directly to those positions involving the determination of major executive policies. Thus, positions under Schedule C are essentially political appointments with an indeterminate time limitation, and are therefore in a temporary category. They are not career jobs although there is nothing to prohibit a career employee being appointed to such a position. His tenure, however, would be of limited duration, and except as may be required by the Veterans Preference Act, he may be summarily removed from the position. The Agency has advised the Civil Service Commission that no CIA position will be included in Schedule C.

4. DISCUSSION.

a. Military Services.

There is little comparability between the promotion systems in this Agency and the military services. Among the reasons for this are the following:

- (1) Promotions in the CIA, including the supergrades, are to occupants of positions, all factors being considered, whereas the military services promote individuals according to seniority and qualifications.

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- (2) Temporary promotions have reasonable permanency in the services except when total authorized strengths are reduced or the officers concerned receive permanent commissions or are advanced to higher grades. This concept has little applicability to civilian employment in CIA since personnel ceilings are administratively determined.
- (3) The temporary promotion policy of the services is not directed toward meeting brief periods of emergency or placing personnel on probation, whereas these factors are germane to civilian employment.
- (4) The degree of emphasis placed upon seniority, as a prerequisite to promotion, by the services is incompatible with the Career Service Program of this Agency. This Office believes that seniority requirements comparable to the services would impede selection of the best qualified personnel for supergrade positions since in the use of a seniority "floor" it has the effect of narrowing the selection base.
- (5) Promotions in the services stress the development of officers as generalists whereas Agency activities essentially require the employment and advancement of specialized people. The Career Service Program of the Agency envisages individual development with the Office concerned planning the career, tailoring it to specific personal attributes.

b. Foreign Service.

The temporary promotion policy of the Foreign Service was instigated to meet a short-run need in certain areas. When the high tide of personnel expansion in these areas was reached, the temporary policy lost much of its justification. It should be noted that the policy was not predicated upon a trial period concept, for each employee concerned was evaluated and judged fully qualified for the position, and he was permitted to hold the temporary promotion as long as he remained in the position.

In practice, the alleged qualifications of the individuals concerned were difficult to substantiate since the special review panel depended upon the field authority making the request for information. Due to the difficulty in controlling the program, it was sometimes used as a method of circumventing the regular promotion policy of the Foreign Service.

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Almost none of those granted temporary promotions were cut back to former grades upon the termination of their assignments (See Tab B), and this fact resulted in some individuals receiving personal ranks exceeding their capabilities for subsequent assignments, especially those promoted to the higher grades.

The policy was antithetic to the objectives of the Foreign Service career program which has its roots in promotion and rotation on a world-wide basis, inasmuch as temporary promotions were granted to individuals who were at the situs of the jobs.

Although some temporary promotions were granted under the system to Foreign Service Officers in the highest classes, this development was generally considered undesirable. Basically, the policy was conceived for specialists (FSS personnel), not generalists, and certainly not generalists at the top-side level.

c. Probationary Promotions in CIA.

Suitability for career employment in CIA is determined within the first year of service. No distinction is now made between the GS-3 Secretary and the GS-16 Intelligence Officer in this regard. If the new member can demonstrate that he possesses the personal qualities which CIA demands of its long-term investments, he has been assured through the CIA Career Service Program that every effort will be made to provide for his personal development along orderly and satisfactory lines. Promotions to higher graded positions have been made on a selective basis with the best qualified individual receiving the rewards to which he has been considered justly due. He has thus been stimulated in his career with CIA by the conviction that if he produces a better-than-average job his abilities will be recognized. The Agency is generally regarded as employing only top-drawer individuals who are people with a real purpose and challenge before them and the confidence to do what is required. When supergrade status is attained it represents further evidence of the fact that the Director is carrying the Career Service concept into the highest echelons. The effect upon the personal ambition and morale of our top people should be considered carefully in introducing a temporary or probationary label to such positions. After many years service in the Agency a deserving individual should not be required to progress from a substantially permanent to a temporary basis. As a general rule there would be ample opportunity for an individual to demonstrate his ability to perform the duties of

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the next higher grade on a detail basis. At the conclusion of a specified detail period, the promotion could then be effected if warranted.

5. CONCLUSIONS.

- a. The temporary promotion practices of the military services and the Foreign Service of the State Department do not provide a satisfactory precedent or basis upon which to establish a temporary promotion policy for appointees to supergrade positions in CIA.
- b. The establishment of a system of temporary promotions for individuals in supergrades would have an adverse effect upon the individual and would be inconsistent with the CIA Career Service concept.
- c. Arranging for temporary detail of an individual into a higher grade position, during which time his performance could be observed and analyzed, would be feasible in most instances.

6. RECOMMENDATIONS.

It is recommended that no change be made in the present system of promotions to positions in the supergrade category, but that, where ever necessary, temporary details be arranged during which time an individual will have an opportunity to demonstrate his capabilities for promotion to the higher grade position.

L. K. White
Acting Deputy Director
(Administration)

Attachments:

- Tab A - Summary of Provisions in Officer
Personnel Act of 1947 on Temporary Promotions.
Tab B - Temporary Promotion Policy in the Foreign Service.

ACTION BY APPROVING AUTHORITY:

Approved: (Exceptions, if any)

Date: _____

Allen W. Dulles
Director

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